

## Message Text

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SUBJECT: OMB, DEPARTMENTAL AND USIA TESTIMONY CONCERNING  
THE CONSOLIDATION OF CU AND USIA INTO A NEW  
AGENCY

1. ON OCTOBER 18 AND 21 HARRISON WELLFORD, EXECUTIVE  
ASSOCIATE DIRECTOR FOR REORGANIZATION AND MANAGEMENT OF  
OMB; BEN H. READ, DEPUTY UNDER SECRETARY OF STATE FOR  
MANAGEMENT; AND CHARLES W. BRAY III (AT THE TIME OF THE  
HEARING ACTING DIRECTOR) OF USIA TESTIFIED BEFORE THE SUB-  
COMMITTEE ON LEGISLATION AND NATIONAL SECURITY OF THE HOUSE  
GOVERNMENT OPERATIONS COMMITTEE ON THE PROPOSED CONSOLIDA-  
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TION OF CU AND USIA INTO A NEW AGENCY. THEIR OPENING STATE-  
MENTS FOLLOW FOR YOUR INFORMATION.

2. OMB - MR. WELLFORD (OCTOBER 18):

THIS PROPOSAL, THE SECOND OF A SERIES OF REORGANIZATION  
PLANS, WAS TRANSMITTED TO CONGRESS ON OCTOBER 12 AND  
REFLECTS THE PRESIDENT'S STRONG COMMITMENT TO MAKING THE  
GOVERNMENT MORE EFFICIENT AND MORE EFFECTIVE IN CARRYING  
OUT THE PROGRAMS ENACTED BY CONGRESS. IT ALSO REFLECTS HIS

COMMITMENT TO A VITAL PUBLIC DIPLOMACY PROGRAM.

THIS PLAN WILL CREATE A NEW AGENCY - THE AGENCY FOR INTERNATIONAL COMMUNICATION, WHICH WILL TAKE OVER THE INTERNATIONAL COMMUNICATIONS PROGRAMS OF THE UNITED STATES INFORMATION AGENCY AND THE INTERNATIONAL EDUCATIONAL AND CULTURAL EXCHANGE ACTIVITIES NOW CONDUCTED BY THE STATE DEPARTMENT'S BUREAU OF EDUCATIONAL AND CULTURAL AFFAIRS.

THE DIRECTOR OF THE NEW AGENCY, LIKE THE DIRECTOR OF THE ARMS CONTROL AND DISARMAMENT AGENCY, WILL ACT UNDER THE GENERAL DIRECTION OF THE SECRETARY OF STATE, BUT WILL REPORT DIRECTLY TO THE PRESIDENT AS WELL AS TO THE SECRETARY. THE DIRECTOR OF THE AGENCY FOR INTERNATIONAL COMMUNICATION WILL ACT AS THE PRINCIPAL ADVISOR TO THE PRESIDENT, THE NATIONAL SECURITY COUNCIL, AND THE SECRETARY OF STATE ON INTERNATIONAL INFORMATION AND CULTURAL EXCHANGE ACTIVITIES.

THE PRINCIPAL PROGRAMS THAT WILL BE CONDUCTED BY THE AGENCY FOR INTERNATIONAL COMMUNICATION INCLUDE EDUCATIONAL AND CULTURAL EXCHANGES AND OTHER SPECIFIC ACTIVITIES INCLUDING THE FOLLOWING:

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EXCHANGE OF PERSONS PROGRAM, PROVIDING ACADEMIC EXCHANGES, INTERNATIONAL VISITORS, AMERICAN SPECIALISTS, COOPERATION WITH PRIVATE INSTITUTIONS AND CULTURAL PRESENTATIONS;

VOICE OF AMERICA, RADIO BROADCASTING WORLDWIDE IN A TOTAL OF 37 LANGUAGES;

OVERSEAS MISSIONS OPERATING LIBRARIES AND CULTURAL CENTERS AND PROGRAMS OF ENGLISH TEACHING AND MEDIA RELATIONS, SEMINARS, AND LECTURES.

THIS REORGANIZATION WILL INCREASE THE EFFICIENCY OF THE PROGRAMS INVOLVED BY UNIFYING HERE IN WASHINGTON THE MANAGEMENT OF ACTIVITIES THAT ALREADY ARE ADMINISTERED TOGETHER IN THE FIELD. WE DO NOT, HOWEVER, VIEW THIS PROPOSAL MERELY AS A MORE EFFICIENT AMALGAMATION OF UNALTERED PROGRAMS. THE COMBINATION OF THESE PROGRAMS REFLECTS AND IS PART OF AN ONGOING CHANGE IN THE TONE OF OUR PUBLIC DIPLOMACY PROGRAMS, AN INCREASING CONCERN FOR THE MUTUALITY OF THESE ACTIVITIES.

THE RELATIONSHIPS BETWEEN THE UNITED STATES AND OTHER NATIONS OF THE WORLD HAVE BECOME INCREASINGLY INTERDEPENDENT. TO BE SURE WE STILL SEEK TO PROTECT OUR INTERESTS

AND TO PRESENT OUR POINT OF VIEW TO THE REST OF THE WORLD. MORE AND MORE WE MUST BUILD BRIDGES BETWEEN OUR PEOPLE AND

THE PEOPLES OF OTHER NATIONS.

IN THE PRESIDENT'S WORDS, "ONLY BY KNOWING AND UNDERSTANDING EACH OTHER'S EXPERIENCES CAN WE FIND COMMON GROUND ON WHICH WE CAN EXAMINE AND RESOLVE OUR DIFFERENCES."

THIS CHANGE IN THE WORLD AND OUR VIEW OF IT HAS LED US TO CONCLUDE THAT WE HAVE FAR MORE TO GAIN BY FOSTERING AND UNCLASSIFIED

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ENCOURAGING THE INTERCHANGE OF INFORMATION AND EXPERIENCES BETWEEN ALL ASPECTS OF OUR SOCIETY AND ALL ASPECTS OF OTHER SOCIETIES THAN BY ENGAGING IN A ONE-WAY PROPAGANDA EXERCISE TO SELL A MONOLITHIC, ROSY VIEW OF THE UNITED STATES.

THE MISSION OF THE AGENCY FOR INTERNATIONAL COMMUNICATION WILL THUS BE TWOFOLD:

TO TELL THE WORLD ABOUT OUR SOCIETY, INCLUDING OUR POLICIES, IN A MANNER THAT DEMONSTRATES THE DIVERSITY OF EXPERIENCE AND OPINION WITHIN THIS COUNTRY AND OUR COMMITMENT TO FREE SPEECH.

TO LEARN ABOUT THE OTHER PEOPLES AND NATIONS OF THE WORLD, SO AS TO ENRICH OUR OWN CULTURE AND ENABLE OURSELVES TO ADDRESS MORE EFFECTIVELY THE PROBLEMS THAT MAY ARISE AMONG NATIONS.

SEVERAL ADDITIONAL PRINCIPLES UNDERLYING THIS PLAN ARE CLOSELY RELATED TO THE IDEA OF MUTUALITY. THEY WERE EMPHASIZED IN THE PRESIDENT'S MESSAGE, AND I RESTATE THEM HERE:

FIRST, THE NONPOLITICAL CHARACTER OF THE EDUCATIONAL AND CULTURAL EXCHANGE PROGRAMS MUST AND WILL BE MAINTAINED. THE INDEPENDENT BOARD OF FOREIGN SCHOLARSHIPS, WHICH IS SELECTED BY THE PRESIDENT AND WHICH IN TURN SELECTS THOSE WHO WILL PARTICIPATE IN THE ACADEMIC EXCHANGE PROGRAM, WILL BE RETAINED. THE LEADERSHIP OF THE BOARD HAS BEEN ONE OF THE MAJOR REASONS FOR THE HIGH QUALITY AND DISTINGUISHED REPUTATION OF THE EDUCATIONAL EXCHANGE PROGRAM. IN ADDITION, THE PRESIDENT HAS INDICATED HIS INTENTION TO NOMINATE AN ASSOCIATE DIRECTOR - ONE OF FOUR IN THE NEW AGENCY - WHO UNCLASSIFIED

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WILL BE RESPONSIBLE FOR THE EDUCATIONAL AND CULTURAL PROGRAMS.

THE NEWS GATHERING AND REPORTING FUNCTIONS OF THE VOICE OF AMERICA MUST AND WILL BE INDEPENDENT AND OBJECTIVE, AND VOA

WILL BE SOLELY RESPONSIBLE FOR THE CONTENT OF ITS NEWS BROADCASTS. THE VOA CHARTER, WHICH CONGRESS ENACTED INTO LAW LAST YEAR, PROVIDES THAT "VOA NEWS WILL BE ACCURATE, OBJECTIVE, AND COMPREHENSIVE;" THAT VOA WILL PRESENT U.S. POLICIES "CLEARLY AND EFFECTIVELY, AND WILL ALSO PRESENT RESPONSIBLE DISCUSSION ON THESE POLICIES;" AND THAT VOA WILL "PRESENT A BALANCED AND COMPREHENSIVE PROJECTION OF SIGNIFICANT AMERICAN THOUGHT AND INSTITUTIONS."

THIS REORGANIZATION DOES NOT ALTER THAT CHARTER IN ANY WAY. IT REAFFIRMS IN PARTICULAR THE CHARTER'S GUARANTEE OF NEWS INDEPENDENCE. AS IS THE CASE WITH REGARD TO THE EDUCATIONAL AND CULTURAL EXCHANGE PROGRAMS, THE PRESIDENT HAS INDICATED HIS INTENTION TO NOMINATE AN ASSOCIATE DIRECTOR OF THE NEW AGENCY WHO WILL BE RESPONSIBLE FOR THE VOICE OF AMERICA.

3. STATE - MR. READ (OCTOBER 21):

MR. CHAIRMAN, I WELCOME THIS OPPORTUNITY TO APPEAR BEFORE YOU AND THIS DISTINGUISHED COMMITTEE IN SUPPORT OF THE PRESIDENT'S REORGANIZATION PLAN NO. 2 OF 1977 TO CONSOLIDATE CERTAIN INTERNATIONAL COMMUNICATION, EDUCATIONAL AND CULTURAL, AND BROADCASTING ACTIVITIES OF THE U.S. GOVERNMENT INTO A NEW AGENCY TO BE CALLED THE AGENCY FOR INTERNATIONAL COMMUNICATION. I AM ACCOMPANIED BY MR. WILLIAM K. HITCHCOCK, ACTING ASSISTANT SECRETARY OF STATE FOR EDUCATIONAL AND CULTURAL AFFAIRS.

SINCE THE END OF WORLD WAR II, THE U.S. GOVERNMENT HAS CONDUCTED INTERNATIONAL COMMUNICATION PROGRAMS WITH A UNCLASSIFIED

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LARGE NUMBER OF THE NATIONS OF THE WORLD. THESE PROGRAMS HAVE BECOME MORE AND MORE IMPORTANT TO AMERICAN NATIONAL INTERESTS AS WORLD INTERDEPENDENCE HAS INCREASED. THIS IS TRUE BECAUSE INTERDEPENDENCE NECESSITATES INCREASED INTERNATIONAL COOPERATIVE BEHAVIOR WHICH IN TURN IS DEPENDENT UPON MUTUAL UNDERSTANDING BETWEEN US AND THE OTHER PEOPLES OF THE WORLD. THE ENCOURAGEMENT OF THIS KIND OF UNDERSTANDING IS THE CENTRAL PURPOSE OF THE NEW AGENCY.

HERETOFORE THESE PROGRAMS HAVE BEEN ADMINISTERED BY USIA AND THE DEPARTMENT OF STATE. AS THE SCOPE OF THESE ACTIVITIES HAS INCREASED, THE DESIRABILITY OF CONSOLIDATING THEM

UNDER THE MANAGEMENT OF A SINGLE AGENCY HAS BECOME INCREASINGLY EVIDENT. THIS IS WHAT THE PROPOSED REORGANIZATION IS DESIGNED TO ACCOMPLISH UNDER THE AEGIS OF THE NEW AGENCY.

I WOULD LIKE TO CONCENTRATE MY REMARKS TO THIS COMMITTEE

ON TWO PARTICULAR ASPECTS OF THE PLAN. FIRST, THE PROVISIONS THAT ASSURE THE RELEVANCE AND UTILITY OF THE ACTIVITIES TO BE CONDUCTED BY THE NEW AGENCY FOR INTERNATIONAL COMMUNICATION TO THE INTERNATIONAL RELATIONS CONCERNS OF THIS NATION. AND SECOND, THE PROTECTION PROVIDED FOR OUR EDUCATIONAL AND CULTURAL PROGRAMS TO ASSURE THEIR CONTINUED INTEGRITY.

IN THE FIRST INSTANCE, COORDINATION WITH OTHER FOREIGN POLICY GOALS IS ASSURED BY THE FACT THAT THE NEW AGENCY WILL OPERATE UNDER THE DIRECTION OF THE SECRETARY OF STATE.

AT THE SAME TIME, THE NEW AGENCY WILL NOT BE A PART OF THE DEPARTMENT OF STATE AND WILL THEREFORE NOT BE TIED TOO UNCLASSIFIED

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CLOSELY TO THE DAY-TO-DAY CONCERNS OF FOREIGN POLICY. THUS THE CLOSE BUT NOT IMMEDIATE RELATIONSHIP OF THE NEW AGENCY TO THE DEPARTMENT OF STATE SHOULD ENSURE THAT ITS PROGRAMS ARE NEITHER TOO CLOSELY RELATED TO FOREIGN POLICY CONCERNS TO THREATEN THEIR INTEGRITY, NOR SO DISTANT AS TO BE IRRELEVANT TO THE NEEDS OF THIS NATION.

SECONDLY, STRONG GUARANTEES OF THE INTEGRITY OF THE EDUCATIONAL AND CULTURAL EXCHANGE PROGRAM ARE BUILT INTO THE PLAN AND ACCOMPANYING MESSAGE.

THESE GUARANTEES INCLUDE THE FOLLOWING:

1. THE PRESIDENT HAS STATED EMPHATICALLY THAT "MAINTAINING THE INTEGRITY OF THE EDUCATIONAL AND CULTURAL EXCHANGE PROGRAM IS IMPERATIVE."
2. THE PLAN PROVIDES FOR THE CONTINUATION OF THE BOARD OF FOREIGN SCHOLARSHIPS AND THUS PROTECTS THE INTEGRITY OF THE SELECTION PROCESS FOR THE CANDIDATES FOR PARTICIPATION IN THE ACADEMIC PROGRAM.
3. THE PRESIDENT HAS ANNOUNCED THAT, SHOULD THIS PLAN BE APPROVED, HE INTENDS TO NOMINATE AN ASSOCIATE DIRECTOR OF THE NEW AGENCY TO BE RESPONSIBLE FOR THE ADMINISTRATION AND SUPERVISION OF THE EDUCATIONAL AND CULTURAL EXCHANGE FUNCTIONS CONSOLIDATED IN THE NEW AGENCY.
4. THE TWO DISTINCT BUT RELATED GOALS SET BY THE PRESIDENT IN HIS MESSAGE ON THE BASIC MISSION OF THE NEW AGENCY ESTABLISH A MODERN, RELEVANT COURSE FOR THE FUTURE, ONE WHICH FOCUSSES ON MUTUALITY AND THE ARTICULATION OF OUR AIMS AND POLICIES. THE PRESIDENT WENT ON TO SAY THAT THIS MISSION WOULD BE PURSUED BY AN OPEN, CANDID AND REPRESENTATIVE AGENCY WHICH WOULD NOT OPERATE IN COVERT, MANIPULATIVE OR PROPAGANDISTIC WAYS. I BELIEVE THAT THIS STATE-

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MENT, WHICH REPLACES ALL PREVIOUS SUCH STATEMENTS, SHOULD CREATE AN ENVIRONMENT IN WHICH THE EDUCATIONAL AND CULTURAL EXCHANGE PROGRAMS -- WHOSE CENTRAL OBJECTIVE IS THE ENCOURAGEMENT OF MUTUAL UNDERSTANDING OR MUTUALITY -- SHOULD THRIVE.

IT IS THEREFORE THE VIEW OF THE DEPARTMENT OF STATE THAT THESE STATEMENTS AND THE PLAN ITSELF SHOULD ESTABLISH A MUTUALLY SUPPORTIVE BUT DISTINCT RELATIONSHIP BETWEEN THE NEW AGENCY'S MEDIA-INFORMATION PROGRAMS AND ITS EDUCATIONAL AND CULTURAL EXCHANGE ACTIVITIES. THIS WILL ASSURE THE INDIVIDUALS, FULBRIGHT COMMISSIONS AND FOREIGN GOVERNMENTS PARTICIPATING IN THE EDUCATIONAL AND CULTURAL EXCHANGE PROGRAM OF ITS CONTINUED INTEGRITY AND OBJECTIVITY. THIS IS ESSENTIAL TO MAINTAIN INDIVIDUAL PARTICIPATION AND FOREIGN GOVERNMENT SUPPORT.

THE NEW AGENCY THAT THE PRESIDENT HAS PROPOSED TO THE CONGRESS OFFERS A UNIQUE OPPORTUNITY FOR US TO BUILD ON THE STRENGTHS OF THE PAST AND TO ESTABLISH LINKS BETWEEN THE PEOPLE OF THIS NATION AND THOSE OF THE WORLD IN PURPOSEFUL, COOPERATIVE AND PRODUCTIVE RELATIONSHIPS TO THE BENEFIT OF ALL.

SHOULD THE CONGRESS CONSENT TO THE ESTABLISHMENT OF THIS NEW AGENCY, THE DEPARTMENT OF STATE PLEDGES ITSELF TO DO EVERYTHING POSSIBLE TO SEE THAT THIS NEW VENTURE SUCCEEDS.

THANK YOU, MR. CHAIRMAN, MR. HITCHCOCK AND I WILL BE PLEASED TO ATTEMPT TO ANSWER ANY QUESTIONS THAT THE COMMITTEE MAY HAVE.

4. USIA - MR. BRAY (OCTOBER 21):

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MR. CHAIRMAN, I WELCOME THIS OPPORTUNITY TO APPEAR BEFORE THIS SUBCOMMITTEE ON BEHALF OF REORGANIZATION PLAN NO. 2 I AM ACCOMPANIED BY MR. SILVERMAN, ASSISTANT DIRECTOR FOR BUDGET AND FINANCE AND MR. POIRIER, ACTING GENERAL COUNSEL.

DIRECTOR JOHN REINHARDT WOULD BE TESTIFYING HIMSELF WERE IT NOT FOR LONG-STANDING ENGAGEMENTS ON THE WEST COAST.

USIA PARTICIPATED IN THE DELIBERATION WHICH LED TO THIS REORGANIZATION PLAN. WE SUPPORT THE PLAN WHICH IS NOW BEFORE THE CONGRESS. WE DO SO FOR SEVERAL REASONS:

1. THE VERY EXISTENCE OF THE PLAN REAFFIRMS THE IMPORT-

ANCE OF OUR INTERNATIONAL COMMUNICATION PROGRAMS, AND THEIR RELEVANCE TO THE EFFECTIVE PURSUIT OF AMERICAN NATIONAL INTERESTS.

2. THE PLAN WILL ELIMINATE STRUCTURAL IMPEDIMENTS TO A MORE EFFECTIVE PUBLIC DIPLOMACY. I REFER, OF COURSE, TO THE "TWO HEADQUARTERS" PROBLEM IN WASHINGTON WHICH HAS BEEN NOTED BY VIRTUALLY EVERY OBSERVER, INCLUDING THE STANTON PANEL, THE GAO AND CHAIRMAN FASCELL'S OWN SUBCOMMITTEE.

3. THE PLAN WILL FACILITATE EFFECTIVE ADDRESS TO THE ISSUES OF PUBLIC DIPLOMACY IN AN INTERNATIONAL ENVIRONMENT WHICH HAS CHANGED MARKEDLY SINCE THE INCEPTION OF THESE PROGRAMS IN THE LATE 40'S AND EARLY 50'S. I REFER HERE TO THE PRESIDENT'S REFERENCES TO THE NEED FOR EFFECTIVE, GOVERNMENT-WIDE COORDINATION OF OUR INTERNATIONAL INFORMATION AND EXCHANGES PROGRAMS.

SUBJECT TO THE WILL OF CONGRESS, THE PRESIDENT HAS SET TWO GOALS FOR THE AGENCY FOR INTERNATIONAL COMMUNICATION.

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THE FIRST -- TO CONVEY TO THE WORLD AN UNDERSTANDING OF OUR SOCIETY AND POLICIES -- REFLECTS THE FACT THAT, AS DIRECTOR REINHARDT SAID IN MAY, "OUR INTERESTS REQUIRE THAT OTHERS KNOW WHERE WE STAND. OUR GREAT PRESENCE IN THE WORLD LEADS OTHERS QUITE SPONTANEOUSLY, AND IN THEIR OWN INTEREST, TO WANT TO KNOW."

THE SECOND -- TO INFORM OURSELVES ABOUT THE WORLD -- REFLECTS THE GREAT NEED IN A DEMOCRATIC SOCIETY FOR THE FACTS ABOUT, AND UNDERSTANDING OF, THE INTERNATIONAL ENVIRONMENT IN WHICH POLICIES ARE BEING MADE IN ITS BEHALF. AS DIRECTOR REINHARDT ALSO SAID IN MAY: "WE HAVE BEEN SO GREATLY ENRICHED BY THE GATHERING IN OF OTHERS...THAT WE ARE IN FACT OURSELVES A DIALOGUE. WE KNOW IT WORKS. WE KNOW THE POWER OF LISTENING. WE SHOULD EXTEND ITS REALM."

WE REGARD THE PRESIDENT'S TWO GOALS AS EQUALLY IMPORTANT, AND MUTUALLY SUPPORTING.

THANK YOU. I WILL BE HAPPY TO ANSWER ANY QUESTIONS THAT THE SUBCOMMITTEE MAY HAVE. VANCE

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